

## Chapter 5

# Additional Stability Operations

This chapter discusses stability operations that separate chapters in this manual do not address. Several operations in this chapter—security assistance, combatting terrorism, and show of force—may involve Army units or individuals but are not tactical tasks. However, Army forces participate in them in support of national or strategic objectives. The foundations of stability operations and support operations discussed in Chapter 1 also apply to these operations.

### SECURITY ASSISTANCE

5-1. Security assistance (SA) includes the participation by Army forces in any of a group of programs authorized by the Foreign Assistance Act of 1961, as amended; the Arms Export Control Act of 1976, as amended; or other related statutes. SA is the means through which the United States (US) provides defense articles, military training, and other defense-related services to eligible foreign governments or international organizations by grant, loan, credit, or cash sales to further US national policies and objectives. These programs include foreign military sales, and international military education and training. SA is a group of programs, not a mission assigned to Army units. However, Army units and soldiers participate in SA programs through peacetime military engagement activities and by training, advising, and assisting allied and friendly armed forces.

### EQUIPMENT, SERVICES, AND TRAINING

5-2. SA programs furnish countries with the equipment, services, and training to defend themselves from aggression and enable them to operate alongside US forces in a multinational effort. Providing vital training and US-manufactured weapon systems increases access and influence of the military and improves the interoperability of potential coalition members. In addition, these contacts help build and solidify relationships with emerging

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democracies and security partners. SA can also deter aggression in unstable regions and provide a cost-effective alternative to maintaining larger US forces in a region.

## Equipment

5-3. Regional threats determine the general equipment needs of the supported host nation (HN). Each security assistance organization (SAO) will coordinate military equipment requests with the combatant commander and the US embassy country team. The theater security cooperation plan—developed by the regional commander of a combatant command—provides recommendations (through the joint staff) to the Department of Defense (DOD) on appropriate types of equipment to provide and its distribution. Commanders must consider that—

- If equipment in the US inventory is inappropriate for host-nation use, a nonstandard item may fill the requirement. However, commanders must consider sustainability of nonstandard equipment, as well as interoperability with existing equipment.
- HNs may request expensive equipment as a status symbol of regional military power. This is done even when improved training and professionalism among the existing force would best enhance the overall strength of the military. This is a delicate political situation that the ambassador and combatant command should address.

## Services

5-4. Service support is usually integrated with equipment support. It includes any service, test, inspection, repair, training, publication, technical assistance, or other assistance or defense information used to furnish military assistance. Many types of service teams exist, for example, those that provide quality assurance and technical assistance. Quality assurance teams inspect equipment to ensure it remains mission capable. Such teams are intended only for short-term use. Technical assistance teams respond when the HN has difficulty with US-supplied equipment. For more details, see DOD 5105.38-M.

## Training

5-5. This portion of SA can significantly impact the host-nation internal defense and development program. SA training programs—

- Create skills needed for effective operations and maintenance of equipment.
- Assist the HN in developing expertise and systems needed for effectively managing its defense establishment.
- Foster development by the HN of its own training capability.
- Promote military-to-military understanding, which leads to increased rationalization, standardization, and interoperability.

5-6. There are four primary methods of training:

- Mobile training teams are used when a host-nation element requires on-site training or needs surveys and assessments of training requirements. These teams may be single-service, joint, special operations

forces, or conventional forces, but they are tailored for the training the HN requires. A mobile training team is employed temporarily for a period not to exceed 179 days.

- Extended training service specialist teams are employed on a permanent change of station to assist the HN in attaining readiness on weapons or other equipment. These teams train the host nation's initial instructor cadre so that the HN can assume responsibility for training.
- Technical assistance field teams are also deployed on a permanent change of station basis and train host-nation personnel in equipment-specific military skills.
- International military education and training and mobile education teams provide host-nation personnel with training opportunities in the continental US and in the HN. This training not only meets the immediate host-nation requirement of increased training, but also has a longer-term impact of improving US-HN relations.

## **TYPES OF PROGRAMS**

5-7. The military components of SA in which the DOD is involved include foreign military sales, the foreign military financing program, the international military education and training program, and some peace operations. The DOD implements these components in accordance with policies established by the Department of State (DOS).

5-8. Foreign military sales is a major security assistance program that permits government-to-government sales of defense articles and defense services, including training. Subject to the provisions of the Arms Export Control Act and the international traffic in arms regulations, foreign governments may also purchase military equipment and services directly from US defense industry contractors. Appendix B further discusses the Arms Export Control Act.

5-9. Foreign military financing program (FMFP) provides funding to purchase defense articles and services, design and construction services, and training through foreign military sales or through commercial channels. The FMFP can be an extremely effective foreign internal defense (FID) tool, providing assistance to nations with weak economies that would otherwise be unable to afford US assistance.

5-10. International military education and training program provides training to selected foreign military and civilian personnel on a low-cost, grant aid basis. This program has long-term, positive effects on the relations of US and supported nations and on the development of strong and stable military infrastructures. It allows the US to develop channels for communications with foreign military and civilian personnel worldwide.

5-11. The peacekeeping operations program funds activities. These activities include peacekeeping operations such as the multinational force and observers in the Sinai and the Organization for Security Cooperations in Europe. Although related to FID, these operations are a part of SA given their separate activities and very focused goals and objectives.

5-12. Excess defense articles may be transferred by the US government to foreign governments as a form of security assistance through the provisions of the Foreign Assistance Act (FAA). By nature, this program depends entirely on the military service's decisions regarding what equipment is excess to their needs, as defined in the FAA. Also, excess equipment is not available for transfer to foreign recipients until it has first been offered to eligible US recipients as designated in the act.

5-13. Drawdown authority may be used for unforeseen emergencies, when requirements cannot be met under the authority of the Arms Control Export Act, or when the president determines that it is in the national interest. Under drawdown authority, the US government is authorized to draw down articles and services from the inventory and resources of government agencies to meet the needs and purposes as outlined in the FAA. This is particularly effective in times of urgent humanitarian need when appropriated funds are not readily available. It is another tool for promoting US commitment to peace and stability in a region.

## AGENCIES AND ORGANIZATIONS

5-14. The chief agencies involved in SA activities are the DOS, the DOD, and the military departments. Appendix A discusses roles and responsibilities of these organizations. SA is subject to the continuous supervision and general direction of the DOS, as well as congressional oversight. The undersecretary of state for arms control and international security affairs coordinates policies, plans, and programs of all departments and agencies involved in SA activities. US embassies and other diplomatic missions in host nations develop and implement US collective security programs.

5-15. The Defense Security Cooperation Agency oversees the execution of SA. This agency directs, administers, and supervises the execution of such SA programs through the military departments and geographic combatant commanders' SA divisions. The agency conducts international logistics and sales negotiations with foreign countries. It manages the credit-financing program and serves as the DOD focal point for liaison with US industry regarding SA activities. It provides the necessary guidance for program execution.

5-16. The geographic combatant commander nominates, and the secretary of defense appoints, a US defense representative. The contact officer works with both the US mission and the host-nation military forces. The combatant commander's role is critical in stability operations and support operations. He advises the Joint Chiefs of Staff on significant events in his area of responsibility. His perspective is both regional- and country-specific. He identifies and applies necessary resources to achieve US and foreign strategic policy goals in his region. These resources minimize the likelihood of US combat involvement. The service component commanders participate in the SA planning process, especially in training matters. They have a large role in executing and managing all relevant programs.

5-17. The Security Assistance Organization manages DOD security assistance functions in a friendly country. It oversees all foreign-based DOD elements with SA responsibilities in that country. See Appendix A for more information about the SAO. The SAO can provide only limited advisory and

training assistance from its own resources. This assistance primarily is provided by survey teams, mobile training teams, technical assistance field teams, technical assistance teams, language training detachments, weapon systems logistics offices, quality assurance teams, site survey and defense requirement survey teams, and other such teams and organizations.

## HUMANITARIAN AND CIVIC ASSISTANCE

5-18. Under section 401 of Title 10 United States Code (USC), humanitarian and civic assistance (HCA) authorizes using US military forces to carry out humanitarian assistance projects and activities with military operations. These deployments are an integral aspect of maintaining a forward US military presence, ensuring operational readiness to respond to crises, and preparing the active and reserve components for their wartime mission. Forces may perform HCA in any foreign nation for which the Department of State has approved the provision of such assistance. Military service operation and maintenance funds subsidize these projects. Geographic combatant commanders decide which HCA projects are warranted in their areas of responsibility. An interagency policy coordinating committee grants assistance based on US policy. The director, Defense Security Cooperation Agency, is the DOD approval authority for all HCA projects coordinated through the interagency coordinating committee. In contrast to humanitarian and disaster relief conducted under Foreign Humanitarian Assistance, HCA are planned activities with specific budget limitations (Chapter 6 discusses Foreign Humanitarian Assistance). HCA can be executed concurrently with or as part of other stability operations, such as FID. Assistance provided under HCA is limited to—

- Medical, dental, and veterinary care provided in rural or underserved areas of a country.
- Construction of rudimentary surface transportation systems.
- Well drilling and construction of basic sanitation facilities.
- Rudimentary construction and repair of public facilities.

5-19. HCA incurring only minimal expenditures for incidental costs is defined as “de minimus” expenditures. Geographic combatant commanders determine if an expenditure is minimal for activities in countries under their respective areas of responsibility—

- In the exercise of the commander’s reasonable judgement.
- In light of the overall cost of the military operation in which such expenditure is incurred.
- For an activity which is merely incidental to the military operation.
- By taking into account the time spent on such activity during the course of the operation.
- By reflecting the congressional intent that modest activities not be subjected to the burdensome paperwork and other requirements.

For example, to establish a base camp the commander may order the opening of an access road through trees and underbrush for several hundred yards, but not the asphaltting of a road. A medical team may visit a village for a few hours, but not for the purpose of mass inoculations to the local populace.

## SUPPORT TO INSURGENCY

5-20. On the president's order, Army forces support insurgencies that oppose regimes that threaten US interests or regional stability. While any Army force can be tasked to support an insurgency, Army special operations forces (ARSOF) usually receive these missions. ARSOF training, organization, and regional focus make them well suited for these operations. (See FM 3-05). Army forces supporting insurgencies may provide logistic and training support. They can, but normally do not, conduct combat operations.

5-21. Army forces do not create insurgencies; however, when directed, they support those already in existence. Army forces develop and sustain the supported insurgent or resistance organization and synchronize its activities to further US national security objectives.

5-22. The US may support an insurgency during a major theater war or smaller-scale contingency. It may support a citizen or partisan defense intended as a deterrent or a resistance or secessionist movement intended to change the existing political order. The types of operations in which US forces can assist insurgencies include—

- Recruiting, organizing, training, and equipping forces to perform unconventional warfare. Unconventional warfare includes—
  - Guerilla warfare.
  - Sabotage.
  - Subversion.
  - Intelligence activities.
  - Unconventional assisted recovery.
- Psychological operations (PSYOP).
- Clandestine penetration of hostile and denied airspace.
- Resupply operations.

## SUPPORT TO COUNTERDRUG OPERATIONS

5-23. National Security Directive 221 identifies drug trafficking as a threat to national security. It is also a threat to the stability of many friendly nations. The Fiscal Year (FY) 1989 National Defense Authorization Act imposed specific responsibilities upon the Department of Defense in support of the national counterdrug (CD) effort. It forms the basis for much of the Army's support CD efforts under law and approved DOD plans. JP 3-07.4 details the threat and CD organizations, operations, planning, and execution. When operating inside the United States and its territories, CD operations are support operations and are subject to the limitations of the Posse Comitatus Act. When conducted outside the US and its territories, counterdrug operations are stability

### Support to Counterdrug Operations

- Detection and monitoring
- Host nation support
- Command, control, communications, and computer
- Intelligence, planning, CSS, training and manpower
- Research, development, and acquisition
- Reconnaissance

operations. Whether operating in the US or in a host nation, Army forces do not engage in direct action during CD operations.

5-24. In CD operations, Army forces always support one or more governmental agencies or services such as the Coast Guard, Customs Service, DOS, Drug Enforcement Administration, or Border Patrol of the Immigration and Naturalization Service. Those agencies may carry out CD operations in the US or in foreign countries. Units that conduct these actions must fully understand the legal limits on acquiring information on civilians.

5-25. Two principles guide Army support to CD operations. The first principle is to use military capabilities both to benefit the supported agency and to train soldiers and units. The second is to ensure that military members do not become directly involved in law enforcement activities.

5-26. No standard organization exists for an Army force conducting support to CD operations. Mission analysis and the directives of higher headquarters influence the organization of Army forces. To optimize training and readiness, however, commanders employ their forces using standard task organizations.

5-27. Many organizations are involved in the national drug control effort. Figure 5-1 shows lead agencies and their responsibilities. The US Army Criminal Investigation Command conducts CD operations to detect, interdict, suppress, and monitor drug trafficking and user demand that directly or indirectly affect Army forces. The Army National Guard (ARNG) has a dual capacity to serve. Generally, the ARNG operates under Title 32 or state status. When federalized under Title 10 status, the ARNG performs active duty missions. The National Guard Bureau is the national-level agency of the ARNG that coordinates state or territory plans.

Lead Agencies	Responsibilities
DOD	<ul style="list-style-type: none"> <li>• Detect and monitor aerial and maritime transit of illegal drugs into the US</li> <li>• Provide LEA and host nation support</li> <li>• Coordinate timely passing of data</li> <li>• Approve and fund state governors' plans for ARNG support to LEAs</li> </ul>
Drug Enforcement Administration (DEA)	<ul style="list-style-type: none"> <li>• Enforce laws and regulations on drugs and controlled substances</li> <li>• Investigate major interstate and international drug law violators</li> <li>• Enforce regulations on legal manufacture and distribution of controlled substances</li> <li>• Manage national drug intelligence</li> <li>• Coordinate LEA and international counterparts efforts</li> </ul>
Federal Bureau of Investigation	<ul style="list-style-type: none"> <li>• Investigate violations of criminal laws (concurrently with DEA)</li> <li>• Target major multijurisdictional trafficking organizations</li> <li>• Dismantle trafficking networks</li> </ul>
US Attorneys	<ul style="list-style-type: none"> <li>• Prosecute criminals</li> <li>• Prosecute violators of federal laws concerning, money laundering, drug trafficking, tax evasion, and violent and organized crime</li> <li>• Oversee Organized Crime Drug Enforcement Task Force activities</li> </ul>
US Border Patrol	<ul style="list-style-type: none"> <li>• Act as primary agency in land interdiction between US ports of entry</li> </ul>

**Figure 5-1. Lead Counterdrug Agencies and Their Responsibilities**

<b>Lead Agencies</b>	<b>Responsibilities</b>
US Customs Service	<ul style="list-style-type: none"> <li>• Lead in interdiction at land and sea US ports of entry and US territorial waters (with US Border Patrol as primary agency between ports of embarkation)</li> <li>• Co-lead (with Coast Guard) in air interdiction</li> </ul>
US Coast Guard	<ul style="list-style-type: none"> <li>• Lead in maritime interdiction</li> <li>• Co-lead (with Customs Service) in air interdiction</li> </ul>
DOS – International Narcotics Matters and Law Enforcement Affairs	<ul style="list-style-type: none"> <li>• Coordinate US international supply reduction strategies</li> </ul>

**Figure 5-1. Lead Counterdrug Agencies and Their Responsibilities (Continued)**

5-28. Army forces may be employed in various civil or military actions in support of the geographic combatant commanders and law enforcement agencies (LEAs). These forces detect, monitor, and counter the production, trafficking, and use of illegal drugs and the infrastructure—personnel, materiel, and distribution systems—of illicit drug-trafficking entities.

5-29. “The Mansfield Amendment” to the Foreign Assistance Act (Title 22 USC, 2291[c][1]) contains a prohibition against US personnel performing foreign law enforcement activities overseas.

## **TYPES OF SUPPORT**

### **Detection and Monitoring**

5-30. Army forces contribute to the interdiction of illegal drugs by detecting and monitoring drug traffickers attempting to enter the US. Detection and monitoring (D&M) is the first phase in interdicting illegal drugs. D&M aims to provide early notification to and, as necessary, prolonged tracking of aerial and surface targets for appropriate LEAs. This enables the agencies to execute interceptions, searches, arrests of traffickers, and seizures of illegal drugs and illegally obtained property. Host nations also conduct interdiction operations with assistance from US D&M. The primary goal of land interdiction is to seize drugs, drug-related money, and illegal munitions and chemicals as they enter or leave the United States. During reconnaissance, line-watch operations, and checkpoints along and in proximity to the US border are used extensively. (See discussion of Reconnaissance in this chapter.)

### **Host-Nation Support**

5-31. Army forces provide support indirectly through civilian agencies of the US government and the civilian or military organizations of the HN. Geographic combatant commanders must integrate and coordinate the mission categories of counterdrug support. Overseas, Army forces may engage in two kinds of support to foreign countries: security assistance and civil-military operations. Most of the CD efforts support US foreign internal defense initiatives. (See Chapter 3 for discussion of FID.)

5-32. SA support for CD operations includes equipment, services, and training. Host nations can obtain equipment from the United States to meet the threat to their internal defense and development. Services are sometimes provided as a follow-on to equipment support. The training element of SA is a significant means of assistance for host nations.

5-33. Civil-military operations can enhance US counterdrug operations in foreign countries through civil affairs (CA) and psychological operations. CA provides information and analysis on the host-nation drug culture and implications of carrying out assigned CD missions. It also supports bilateral cooperative programs; gathers information through contacts with host-nation personnel; and assists the host-nation CD effort to change attitudes towards drugs and drug traffickers. PSYOP provide information support and training in counterdrug operations. (Chapter 2 contains additional information about CA and PSYOP.)

### **Command, Control, Communications, and Computer Support**

5-34. Army personnel and equipment may assist LEAs and host nations in designing, implementing, and integrating command, control, communications, and computer systems. Army personnel support national and departmental drug operations and LEA analytical centers. In addition, Army forces provide liaison to LEAs and host nations to facilitate the smooth and successful integration of military support.

### **Intelligence, Planning, CSS, Training, and Manpower Support**

5-35. Army units and personnel provide intelligence support targeted at the full range of narcotics traffickers' operations. This support is provided through individual intelligence analysts (often using reserve component specialists) and tactical analysis teams. These teams co-locate with the US country team, in support of LEAs, and provide focused detection and monitoring on narcotics trafficking activities.

5-36. Planning support can be one of the most effective means of supporting the national CD effort. Army personnel support CD planning of both LEAs and host nations. Understanding the supported agency or host nation, its culture, and its people is critical. Planning support provided to LEAs must consider the organization's mission, current goals, structure or chain of command, measures of success, and even relationships with other government agencies or countries. Planning support provided to host nations is similar to that provided to LEAs. However, the host nation's culture, historical perspectives, political climate, and economic conditions are considered.

5-37. The Army can assist LEAs with logistics management and execution, including transportation, as a type of combat service support (CSS). Typical categories of support to agencies are executed under authority of Section 1004 of the FY 1991 National Defense Authorization Act (as amended). In CD operations, a major Army contribution has been providing LEAs with aerial and ground transportation. Army forces can provide supplies and field services directly, if authorized, or assist other agencies in procuring and managing them from other sources. Commanders who assist LEAs with transportation of evidence, seized property, or contraband must be aware

that a law enforcement officer must accompany the shipment to ensure continuity of the chain of custody.

5-38. Training support is provided to host nations and LEAs. Most training support to host nations is provided through SA funding. However, some programs conducted with host nations are not part of SA. Those include operations planning groups, joint and multinational exercises, and joint multinational exercises for training. The latter provide Army units with the opportunity to deploy to a host nation for training. They provide readiness benefit and promote interoperability between US Army and host-nation forces.

5-39. The Army may provide individuals or units in support of host-nation and interagency CD efforts. Categories of manpower support are eradication support and administrative support—including staff judge advocate officers, paralegal specialists, and accounting specialists—diver support, linguist support, liaison officers, inspection support, military police support, and intelligence analysts.

## **Reconnaissance**

5-40. This mission category includes aerial and ground reconnaissance through various means such as observation or listening posts, foot or mounted patrols, fixed- and rotary-wing aircraft (including unmanned aerial vehicles equipped with sensors), and remote sensors. The mission of land reconnaissance is specifically intended to define the support that the DOD provides to US LEAs inside the United States. There are legal and regulatory restrictions on the military's role in protecting our borders. These restrictions constrain the scope of land reconnaissance executed by Army forces.

## **PLANNING CONSIDERATIONS**

5-41. Because CD operations rely on current intelligence, planners must thoroughly understand the drug trafficking threat to plan successful CD operations. Since the drug threat is so inconsistent, CD planners consult the current intelligence sources for accurate and timely threat information. LEAs provide most information for the threat assessment. The G2 performs intelligence preparation of the battlefield before each mission. He still must modify it to account for the less predictable drug traffickers rather than for a doctrinally rigid threat.

5-42. Leaders must clearly distinguish what constitutes a valid target. The intelligence estimates will identify the most likely methods of delivery or transportation of drugs. Information—such as expected rate of speed, routes of suspects originating from particular areas, or descriptions of various known drug trafficking vehicles—will provide principal means of determining which targets law enforcement officials will pursue. This information is crucial to the success of the mission and should be relayed to all participants of the operation.

5-43. CD operations most often require applying the Mission Command philosophy outlined in FM 6-0. Mission command allows for centralized command and decentralized execution, which promote establishing a clear focus on the objectives while providing the tactical commander with the flexibility to adapt to the developing situation.

5-44. Officials must establish clear command and control relationships. Clear distinctions must exist to determine relationships or methods with and between armed forces, diplomatic agencies, other US agencies, such as the US Customs Service, the Drug Enforcement Administration, and other host-nation forces and agencies. However, the military chain of command must always be maintained within Army forces. Law enforcement officers will command Army soldiers.

5-45. All plans should include a method of assessing not only the success of the mission, but also where it can be improved. These lessons learned should be shared with all CD agencies. FM 6-0 discusses assessment of Army operations.

5-46. Because so many legal implications exist in CD operations, the staff judge advocate must review all CD plans. Commanders must ensure that military personnel involved in CD operations act according to legal and policy restrictions. Using military support may require special procedures. Such procedures ensure that legal proceedings resulting from interagency CD operations can be effectively prosecuted and will not be dismissed from court due to illegal or procedurally incorrect actions. Legal issues are addressed in Appendix B. Additionally, USC provisions are addressed in JP 3-07.4. Status-of-forces agreements should also be reviewed to legally protect soldiers participating in the operation.

5-47. Although commanders desire maximum communications interoperability, it might not be possible, especially when working closely with host-nation LEAs and military forces. Therefore, planning for alternative communication methods is essential. Operators should know which systems supporting agencies and host nations are using and be familiar with each system's capabilities and limitations. They should also plan for back-up systems and methods.

5-48. Every effort should be made to prevent inadvertently sharing information on CD operations with trafficking organizations or their informants. Operations security (OPSEC) is crucial during all CD operations. Because CD operations are repeated, often from the same site, OPSEC surveys of the operations should periodically be accomplished.

## COMBATTING TERRORISM

5-49. *Terrorism* is the calculated use of unlawful violence or threat of unlawful violence; intended to coerce or to intimidate governments or societies in the pursuit of goals that are generally political, religious, or ideological (JP 1-02). Combatting terrorism (CBT) involves opposing terrorist actions across the threat spectrum. These actions have both offensive and defensive components. The offensive form of action is counterterrorism (CT). The defensive form of action is antiterrorism (AT).

5-50. Although the Department of Defense is not the lead federal agency for conducting CBT, Army personnel and units conduct CT operations anywhere in the world. Normally, the DOS is the lead agency for incidents outside the US. The Department of Justice is normally the lead agency for incidents

within the US. AT is a normal part of force protection; Army commanders at all echelons must protect their soldiers, equipment, and installations.

## COUNTERTERRORISM

5-51. CT usually involves offensive actions, such as strikes and raids, against terrorists and their infrastructure. By law, the CT mission is assigned to designated special operations forces that are organized and trained to combat terrorism.

***Counterterrorism is offensive measures taken to prevent, deter, and respond to terrorism.***

JP 1-02

Those forces conduct counterterrorism outside the territory of the United States. Relevant National Security Decision Directives, National Security Directives, contingency plans, and other relevant classified documents address sensitive and compartmentalized CT programs. Commanders who employ conventional forces to strike against organized terrorist forces operating in their areas of operations conduct a conventional offensive operation, not counterterrorism.

## ANTITERRORISM

5-52. To meet the terrorist threat, an integrated and comprehensive AT program must be developed and implemented at every echelon of command. The program fosters a protective posture in peacetime (such as units performing normal duties and serving in security

***Antiterrorism is defensive measures used to reduce the vulnerability of individuals and property to terrorist acts, to include limited response and containment by local military forces.***

JP 1-02

assistance organizations, peacekeeping missions, or mobile training teams) that will carry over to a wartime environment. Antiterrorist measures identify and reduce the risk of loss or damage of potential targets and develop procedures to detect and deter planned terrorist actions before they take place, thereby reducing the probability of a terrorist event. The measures also encompass the reactive or tactical stage of an incident, including direct contact with terrorists to end the incident with minimum loss of life and property.

5-53. The AT program stresses deterring terrorist incidents through preventive measures. JP 3-07.2 details the AT program and its implementation including the terrorist threat, legal considerations, intelligence and counterintelligence, executing crisis management, and preventive measures. Antiterrorism is a component of force protection. FM 3-07.2 has more information on integrating antiterrorism into a force protection program.

5-54. Terrorists know the importance of their act's emotional impact on an audience other than the victim. News media coverage works for terrorists who want to incite public fear while pursuing their objectives. Another determinant of tactics and target selection is the role the terrorist group perceives itself as playing. Terrorism can also be used as either an overt or a covert aspect of a political movement engaged in a power struggle within an

existing political system. (Chapter 3 discusses counterinsurgency; this chapter discusses insurgency.)

5-55. Terrorist tactics vary in sophistication according to the level of training the group has received. Tactics may include assassination, arson, bombing, hostage taking, hijacking or skyjacking, kidnapping, seizure, raids or attacks on facilities, sabotage, hoaxes, intimidation, and the use of weapons of mass destruction.

5-56. A terrorist incident may have several objectives. Some of the more common include attracting publicity for the group's cause, demonstrating the group's power, showing the existing government's lack of power, extracting revenge, obtaining logistic support, and causing a government to overreact.

5-57. Terrorist groups are categorized by government affiliation to help security planners anticipate terrorist targets and their sophistication of intelligence and weaponry. Three general categories of terrorist groups exist:

- Nonstate supported is a terrorist group that operates autonomously, receiving no significant support from any government. The Aum Shin-rikyo, the group responsible for the 1995 nerve gas attack on several Tokyo subway trains, demonstrates this group.
- State supported is a terrorist group that generally operates independently but receives support from one or more governments. The Popular Front for the Liberation of Palestine, which receives support from certain Middle-Eastern states, illustrates this group.
- State directed is a terrorist group that operates as an agent of a government, receiving substantial intelligence, logistic, and operational support from the sponsoring government. An example is the Abu Nidal organization, which a North-African state directs to some degree.

## **NONCOMBATANT EVACUATION OPERATIONS**

5-58. Noncombatant evacuation operations (NEOs) are conducted to support the DOS in evacuating noncombatants and nonessential military personnel from a foreign nation to an appropriate safe haven or the United States. These operations evacuate US citizens whose lives are endangered by war, civil unrest, or natural disaster. Such operations also may include evacuating selected citizens of the host nation or third-country nationals. NEOs usually involve a swift insertion of a force, temporary occupation of an objective, and planned withdrawal upon completion of the mission. (JP 3-07.5 contains tactics, techniques, and procedures for conducting NEOs.)

5-59. During a NEO, the chief of mission (COM), not the senior military commander, has the ultimate responsibility for successfully completing the NEO and safeguarding the evacuees. While the welfare of in-country US personnel is the paramount consideration, a decision to evacuate an embassy and the order to execute a NEO also impacts political elements that may influence the timing of an evacuation. US foreign policy objectives are the determining factor in the timing of an evacuation.

5-60. Uncertainty characterizes NEOs. They may be directed without warning because of sudden changes in a country's government or its relationship with the United States, or because of a sudden threat to US citizens from a

force within or external to a HN. There is only one type of NEO. However, a NEO may occur in any of the three operational environments: permissive, uncertain, or hostile. Situations can rapidly change from permissive to uncertain or hostile with little warning; alternative plans should be developed for each.

### **Operation URGENT FURY**

In October of 1983, anti-US Marxists overthrew Grenada's leader, Maurice Bishop. This posed an immediate threat to the nearly 600 American students and 400 other foreigners living in Grenada. Memories of the Iranian hostage crisis were fresh. Anxious to avoid a similar experience, policymakers mounted URGENT FURY in haste. The DOS requested DOD assistance in evacuating noncombatants off the island. But DOS evacuation planning quickly shifted to DOD planning for a much larger military operation. Early in the morning of October 25, 1983, Operation URGENT FURY began with assaults on Grenada's airstrips at Point Salinas and Pearls. US Army Rangers rescued the medical students, who were subsequently evacuated by military aircraft to Charleston Air Force Base, South Carolina.

5-61. In most NEOs, the United States does not actively engage militarily against the forces posing a threat to the noncombatants. Therefore, the situation may limit military action. In some instances, constraints on introducing military personnel into a country that occur before the evacuation operation hampers planning and preparation. The DOS and embassy personnel coordinate with the evacuation force regarding details, such as political constraints, legal issues, agreements, rights, privileges, and immunities (if any) within the host nation, the intermediate staging base, and the safe haven.

5-62. The COM prepares an embassy Emergency Action Plan (EAP). The appropriate combatant commander reviews the plan to ensure that the EAP is accurate and adequate to allow support by military operations. Normally, the EAP directs the use of scheduled airlines, chartered flights, or surface transportation. EAPs include the following information:

- Evacuation sites.
- Anticipated number of evacuees.
- Assembly areas and major supply routes.
- Command posts.
- Key personnel.
- Description of the embassy communication system, transportation fleet, and warden system.
- Quantity of Class I supplies on hand at the embassy.
- Standard map products of the local area with annotations identifying critical landmarks.

5-63. An Army element, another service department, or a joint task force may conduct a NEO. Figure 5-2 shows the organization of the evacuation force. As early as possible in the planning, the evacuation commander forms the advance party and requests permission to send it to the site of the operation.

The advance party may consist of two elements: the forward command element and the evacuation site party. The forward command element coordinates with in-country DOS personnel and host-nation authorities and establishes communication links among the higher headquarters and DOS. The evacuation site party conducts reconnaissance to evaluate, validate, and confirm assembly areas and evacuation sites. The evacuation commander with the COM, or his designated representative, determines the size and composition of the forward command element and evacuation site party.

5-64. The size and composition of the evacuation force depends on the number of evacuees, evacuation sites, assembly areas, and the tactical situation. The evacuation force assists the COM in protecting and evacuating the evacuees. This duty may include providing security and other support in caring for the evacuees as requested. Shelter, safety, interpreters, local immigration, embassy, support liaison, and medical personnel should be present during processing. As the advance party rejoins the main body, the evacuation force may consist of the command group, marshalling element, security element, logistic element, security element, logistic element, and communications element.

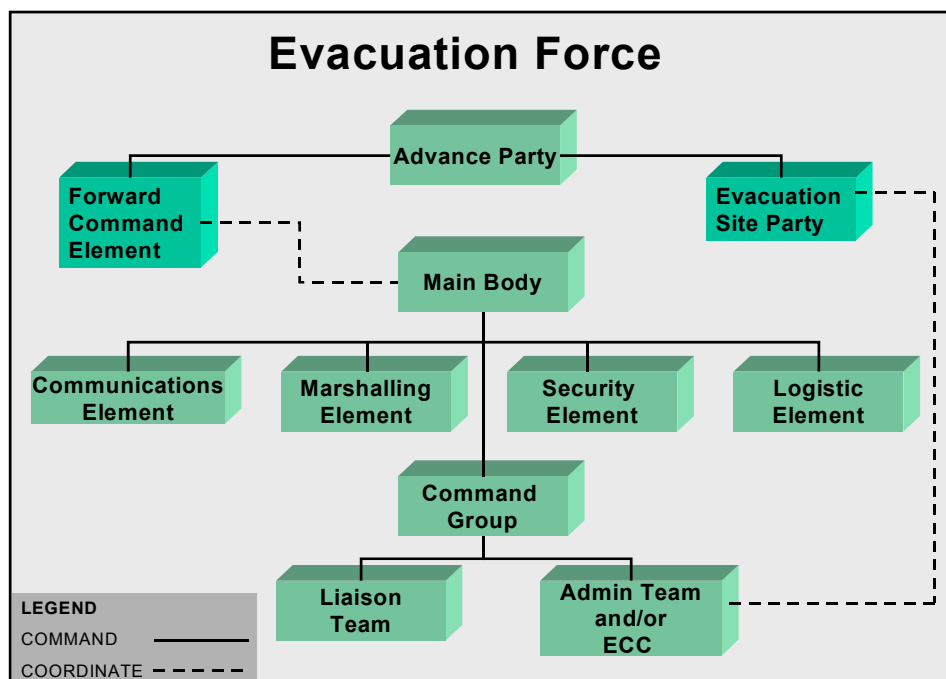


Figure 5-2. Organization of the Evacuation Force

5-65. The evacuation control center (ECC) conducts evacuee processing. The ECC supports the DOS, which conducts processing, screening, and selected logistic functions associated with emergency evacuation of noncombatants. The three guiding principles for any ECC are accuracy (everyone is accounted for), security, and speed (processing is accomplished quickly and efficiently). The evacuation force staff should keep abreast of changes in the total number of potential evacuees by receiving periodic updates from the embassy staff.

5-66. Evacuees move to safe havens as quickly as possible. Coordination for using facilities, customs requirements, security, transportation, medical support, and billeting is required. A limited security force can provide necessary internal and perimeter security and can consist of command groups, reception teams, processing teams, comfort teams, scheduling teams, military pay and allowance teams, and security teams.

5-67. Repatriation, when American citizens and their families are officially processed back into the continental US, is the final step in the evacuation process. At that point, evacuees may require various services to ensure their well being and onward movement to either their safe haven location or designated location. The Department of Health and Human Services (DHHS) has total national responsibility for the repatriation of all US noncombatant evacuees in a declared national emergency or on referral by Department of State. Under DHHS plans, DOD is responsible for the repatriation of DOD noncombatants and DHHS is responsible for the repatriation of all non-DOD repatriates. DOD Directive 3025.14 designates the secretary of the Army as the DOD Executive Agent for repatriation plans and operations concerning the return of DOD noncombatant evacuees. The deputy chief of staff for personnel has been designated as the secretary's action agent.

## ARMS CONTROL

5-68. The overarching goal of arms control is to prevent or deter war; promote stability; reduce the potential damage of a conflict; and reduce defense expenditure. *Arms control* is a concept that connotes—

- Any plan, arrangement, or process, resting on explicit or implicit international agreement, governing any aspect of the following: the numbers, types, and performance characteristics of weapons systems (including the command and control, logistics support arrangements, and any intelligence-gathering mechanism); and the numerical strength, organization, equipment, deployment, or employment of the armed forces retained by the parties (it encompasses disarmament).
- On some occasions, those measures are taken for the purpose of reducing instability in the military environment (JP 1-02).

5-69. Arms control operations sometimes support diplomatic missions. When conducting arms control operations related to diplomatic initiatives, Army forces work closely with the DOS. Mission analysis determines the lead agency. Arms control conducted in support of an Army operation prevents the escalation of conflict or prevents or minimizes the effects of potential conflict.

5-70. The executive agent for arms control within the US government is the Department of State. It administers the confidence- and security-building measures, including the arms control and disarmament programs that were formerly under the Arms Control and Disarmament Agency before merging with the Department of State.

5-71. Also, various interagency organizations negotiate and verify international arms control and disarmament agreements. Participants usually include the DOS, DOD, Joint Chiefs of Staff, Department of Energy, and others. The intelligence community supports and advises them in formulating and verifying policy. Army personnel often participate in these organizations

by providing knowledge of weapon systems to ensure their destruction or other proper disposition, including secure movement and storage. Examples of the various interagency organizations include—

- A deputies committee that advises the National Security Council on arms control.
- US delegations to arms control negotiations.
- An on-site inspection agency that observes the execution of the treaty to determine compliance.
- Working groups that coordinate the US position for treaty negotiations.
- US geographic combatant commanders with their own verification responsibilities that complement those of the interagency groups.

5-72. Arms control may be a distinct mission or part of another operation. During peace operations, arms control may aid in implementing or verifying a treaty. During humanitarian assistance operations, it may help secure the environment for the delivery of aid. Among other tasks, Army personnel and forces conducting arms control may—

- Supervise or facilitate the implementation of a treaty or agreement.
- Enforce restrictions on weapons.
- Establish areas of limited armaments.
- Inspect weapons production facilities, demilitarized zones, storage sites, and belligerent forces and facilities.
- Seize weapons of mass destruction (nuclear, biological, chemical, or conventional) and other arms.
- Disarm belligerent forces.
- Secure confiscated weapons.
- Escort and transport sensitive items.
- Dismantle, destroy, or dispose of designated weapons and hazardous material.

## SHOW OF FORCE

5-73. A *show of force* is an operation designed to demonstrate US resolve that involves increased visibility of US deployed forces in an attempt to defuse a specific situation that, if allowed to continue, may be detrimental to US interests or national objectives (JP 1-02). The US conducts shows of force for three principal reasons: bolster and reassure allies, deter potential aggressors, and gain or increase influence. Army units are not usually assigned the mission to conduct a show of force; rather they usually conduct other operations such as those listed below, for the purpose of showing force. Shows of force are normally executed as—

- A permanent forward deployment of military forces.
- Multinational training exercises.
- The introduction or buildup of military forces in a region or area.
- An increase in the readiness status and level of activity of designated forces.

### **Operation DESERT THUNDER**

In the fall and winter of 1997, Saddam Hussein engaged in a series of aggressive acts that threatened regional stability. He violated no-fly zones, threatened to shoot down U2 reconnaissance over-flights, and interfered with United Nations weapons inspection teams. The ensuing operation was named Operation DESERT THUNDER. Beginning in February 1998, General Anthony C. Zinni, the combatant commander of the US Central Command, increased the number of bombers, strike aircraft, and Tomahawk land attack missiles deployed in Southwest Asia. At the same time, he deployed a potent ground force. The rapid deployment of more than 7,000 soldiers and Marines into the theater gave to the commander of the JTF-KU the combat power and support forces necessary to deter Saddam Hussein's aggression. It also provided assurance to US allies in the Gulf that Kuwait would be defended as necessary. The mere presence of forces does not show resolve or deter aggression. The presence of powerful, capable forces has that desired effect. Effective shows of force demonstrate credible, capable, and sustainable responses.

5-74. Although actual combat is not the goal, shows of force can rapidly and unexpectedly escalate. Forces employed as a show of force assume that combat is probable and organize appropriately. All actions ordinarily associated with the projection of a force to conduct combat operations pertain to show of force deployment.

5-75. Political concerns dominate shows of force to an extraordinary degree. Army forces must conduct these operations within delicate legal and political constraints. All elements of the force must define and clearly understand the mission and rules of engagement. Often the actions of a single soldier can have operational- or strategic-level consequences.

5-76. Commanders may also conduct a show of force as part of other stability operations, such as peace operations. In peace operations, a show of force may be in the form of a patrol or other operation designed to establish a presence in a particular area. Such a presence has the effect of preempting or deterring aggressive acts by hostile factions, reassuring the local populace that they are safe and secure, and gaining or sustaining influence and legitimacy.